

GASTON, W.

ARGUMENT IN

RELATION TO THE NEW

LUNATIC HOSPITAL, DANVERS

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# ARGUMENT

OF

## Hon. WILLIAM GASTON

IN RELATION TO THE

### NEW LUNATIC HOSPITAL

At Danvers, Mass.

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BOSTON:

ALBERT J. WRIGHT, STATE PRINTER,  
CORNER MILK AND FEDERAL STREETS.

1877.



## ARGUMENT.

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*Mr. Chairman and gentlemen of the Committee:—*

The Commissioners have appeared before you in obedience to your request, for the purpose of giving such information as you might desire to obtain in relation to the construction of the Hospital at Danvers. I think you will all bear witness to the fact, that they have with entire candor and frankness made full statements of their transactions in connection with the Hospital. They have not attempted to conceal or suppress any facts. They have nothing which they desire to conceal. They have not put a single witness upon the stand. They have not appeared before you in the character or attitude of defendants. They have cheerfully recognized the right of the Legislature to examine their transactions, and have yielded a most willing obedience to the requests of this Committee.

I first came before you, to give such aid as it was in my power to render, in reference to the claim of Mr. Adams. I remained in that service until that claim was sent to another tribunal. It was then suggested that I should continue to appear before you until the conclusion of this inquiry.

A great many witnesses have been called, but they have all been put upon the stand by the Committee or by Mr. Sanborn. So far as the Committee has been concerned, the investigation has of course been fair and candid.

The Commissioners have been subjected to a severe inquisition, and they have borne it, I think, with commendable patience, but not without a sense of its unfairness and injustice.

I do not come here to assail or defend the policy of expending a large amount of money for the purpose of constructing a hospital for the insane in Eastern Massachusetts. That question has been determined by the Legislature. It is not for these Commissioners, who are the servants of the Legislature, to criticise or defend its action. The responsibility is upon the Legislature, and not upon the Commissioners.

In the year 1873 an act was passed authorizing the construction of a hospital for the insane in the North-eastern part of the Commonwealth. That act authorized the Governor, with the advice and consent of the Council, to appoint three commissioners, who should have power to purchase, subject to the approval of the Governor and Council, suitable real estate for a site for a new lunatic hospital, within either of the counties of Middlesex or Essex, and to cause to be erected thereon *suitable* buildings sufficient to accommodate four hundred patients, a superintendent, steward, assistant-physicians, and their families, and all necessary subordinate officers and attendants. The act gave the Commissioners power to make all contracts, and to employ all agents necessary to carry into effect its provisions. It provided that all contracts for the erection of buildings and the purchase of materials and supplies should be approved by the Governor and Council. It also provided that the aggregate expenses and liabilities to be incurred should not exceed \$650,000. It also required the Commissioners to present all their accounts to the Auditor for examination and approval.

This was the original authority under which, in the year 1873, Governor Washburn, with the advice and consent of the Council, appointed the three gentlemen whom I represent, to constitute the board of commissioners, to carry into effect the will of the Legislature, as expressed in the act. I think

I can, with some emphasis, say that among the many things which distinguished the magistracy of Governor Washburn, none did him more credit than his great care in the selection of persons to fill important positions in the public service.

The first thing to be done after the passage of the act, was to select the Commissioners. In that selection Governor Washburn, I think, manifested his usual care. I wish to call your attention to the character of the gentlemen selected.

Mr. Cobb is a gentleman well known in the City of Boston. He is a man of integrity, and of ability, and of honor. He was subsequently to this appointment, elected Mayor of Boston by the vote of both political parties. He served as Mayor for three years. He was elected the last time by the people against the nomination of both parties. He was, I think, selected not because of his political views, but by reason of the purity of his life and character. He was appointed Chairman of the Board. Except in this Committee-room, I have never heard his character assailed.

Mr. Walden has been Mayor of Lynn. I understand he now holds an important position in that city. He is a member of this legislature. Of his intelligence, candor and fairness, the Committee have had an opportunity to judge. He has been before them as a witness, and I think his bearing was such as to leave no doubt of his honesty, his candor, and his intelligence.

Judge Esty is well known in his section of the State. He is a gentleman of high character, and of intelligence. He has represented his district in Congress. He now holds an important public office.

These were the men selected for the important trust by Governor Washburn. They were selected because they possessed the qualities I have mentioned; and I have reason to believe that the Governor and Council were pleased with the selection.

As I have said to another committee when speaking of other men, I do not wish to improperly extol my clients, but

if the language of truth happens to be the language of eulogy, I do not consider myself responsible.

The first duty of the Comission was to select a site.

They immediately, by advertisements in a large number of newspapers, informed the public that they wished to obtain a suitable site, and solicited offers. Responses were made to their advertisements.

They examined more than forty places before making the selection. They then submitted their opinion in favor of the Danvers site to the Governor and Council. The Governor and Council did not, as is sometimes done, give a mere formal approval. Some of them examined the site. Dr. Eastman, the Superintendent of the Worcester Hospital, examined it, and approved of it. It is understood that it was at the suggestion of the Governor that Dr. Eastman was invited to make the examination.

Was ever more care, diligence, and fidelity used in the selection of a site for a public building than was exercised in this case?

The site was, before any structure was erected, not only approved by the Governor, but was substantially and practically approved by the Legislature of the Commonwealth.

The selection was made known to the Committee on Charitable Institutions, in the winter of 1874. The fact that the Danvers site had been selected was a matter of public notoriety before any buildings were erected. The Legislature of 1874 granted an additional amount of \$250,000, making in all \$900,000, with the full knowledge that the buildings were to be erected on this site. The selection has been known to every Legislature since it was made. The Legislature of 1876, made a still further appropriation of \$600,000 with the same knowledge.

We respectfully submit that the site was approved not only by the Commissioners, but also by experts, by the Governor and Council, and by the Legislature of the Commonwealth.

And after such approval in the years of 1873 and 1874, given before the erection of the buildings, it is quite too late

in the year 1877, when the structures are nearly completed, to complain of the selection of the site.

I suppose that if the persons were living who built this State House, they might be summoned before the Legislature to give an account of their expenditures and proceedings. There is no statute of limitations which runs against the Commonwealth in a matter like this. But if the site was to be objected to, the objection, in all fairness, should have been made long ago.

I do not know that the site is the best one that could have been selected, but I think I do know that the selection was carefully and honestly made, and that it has been practically approved and sanctioned by the executive and legislative authorities of the State.

No site could have been selected that would have escaped criticism. The difficulty of such a selection has been illustrated in reference to a new court house in the city of Boston. The failure to erect a court house has been caused, I think, by the failure to agree upon a site for the building.

The next thing to be done, after the purchase of the land, was to obtain plans for the hospital buildings.

Perhaps before proceeding to consider this subject, I ought to allude to the ground taken by my friend Mr. Sanborn, that the Commissioners were bound by the statute to proceed and erect a hospital for the sum of \$650,000, the amount first appropriated for the purpose. I desire to read the statute to which he refers:—

“Public functionaries charged with the execution of any service for which an appropriation is made, shall use every effort to accomplish the same for a less sum than the amount of the appropriation, when it can be done conformably to the interests of the State. No public functionary shall make purchases or incur liabilities in the name of the Commonwealth for a larger amount than has been appropriated by law for the service or object; and the State shall be subject to no responsibility for the acts of its servants or officers, beyond the several amounts appropriated by law,” &c.

*“When it can be done conformably to the interests of the State.”* When the Commissioners ascertained (as they did ascertain), that a suitable hospital could not be erected for the sum of \$650,000, they would have violated the spirit and the letter of law, if they had proceeded with the work of construction.

When they found that they could not execute the will of the Legislature, for the amount of money which had been appropriated for the purpose, they determined to suspend operations until the next session of the Legislature and to submit the facts to that Legislature. This they did. Had they done otherwise they would have been faithless public servants, and would have proved themselves unworthy of the trusts which had been committed to them. The sum named in the act of 1873 was insufficient for the purpose. The Legislature of 1874 readily recognized the fact, and made an additional appropriation. No such inquiry that I am aware of was made by the Committee on Charitable Institutions, as has been made here. I do not know that any of the Commissioners knew of the existence of this statute; but I believe that their action was in conformity with its letter and its spirit. I think that this objection to the conduct of the Commissioners needs no further consideration.

They selected for a consulting architect, a gentleman of high character, of undoubted ability, and of large experience in his profession, Mr. Nathaniel J. Bradlee. Mr. Bradlee has held trusts of great importance. I have never heard a word against him. His professional and private character is well established. If the question of the wisdom of the selection should be submitted to the people of Boston, who know Mr. Bradlee well, I think they would unhesitatingly declare that the Commissioners made no mistake in this respect. Mr. Bradlee prepared, or caused to be prepared, plans for this hospital. It has been suggested that they were the plans of the Winthrop Hospital enlarged. It is a matter of no consequence in this inquiry whether they were or were not.

After the plans, sufficient to indicate the character of the proposed structure, had been prepared, the most distinguished experts in the State were invited to examine and criticise them.

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Dr. Earle, of the Northampton Hospital, Dr. Eastman, of the Worcester Hospital, Dr. Godding, of the Taunton Hospital, and Dr. Walker, of the Boston Hospital, all examined and approved the plans. At some time, I think other distinguished experts expressed a like approval. The Commissioners examined other hospitals. They certainly were most diligent in seeking information. They then, in obedience to the law, submitted the plans to the Governor and Council. The plans received the executive approval. But this was not all. Before the work of construction of buildings was commenced, as I understand, the plans were submitted to the Committee on Charitable Institutions, of the Legislature of 1874. The Commissioners, guided by the estimates of their architect, expressed the opinion that the sum of \$900,000 would be required to carry the plans into execution.

The Legislature of 1874 granted \$250,000 in addition to the preceding grant, making the whole amount \$900,000, and I submit, in so doing, approved the plans. The Legislature of 1876 made a still further grant for the purpose of executing these plans.

The plans then have been approved, not only by the Commissioners, but also by the most distinguished experts, by the Governor and Council, and by two Legislatures, and I submit it is too late to come here in 1877 and object to them, and seek to criticise, at this late day, the judgment of the Commissioners, which during the progress of the work was approved, not only by the most skillful men, but also by the highest executive and legislative authorities of the State.

The plans having been thus selected and approved, the next thing to be done was to carry them into execution.

The Commissioners then advertised for bids for constructing the buildings. In response, they received a large number. Competition was invited. Mechanics were anxious to obtain the contracts. The bids were all carefully examined, and the contracts, with a single exception, awarded to the lowest bidder. In the excepted case, the difference between the two lowest bids was small. They then submitted the contracts to the Governor and Council, who approved them all.

At one of the hearings before this Committee, I heard the suggestion that the contractors ought to be summoned here. I was in favor of this policy. The contractors came, and you have heard their testimony. You have seen the contracts. I think Mr. Adams's contract was not a compensating one. I think you are convinced that the contracts are what are called close contracts. A very competent medical expert was selected to give advice and make suggestions.

I think I have now shown that the Commissioners, in the selection of the site, in the procurement of the plans, and in the making of the contracts, exercised the utmost care, diligence and good faith. In all these matters their action was approved by authorities of the State. I do not think any commissioners were ever more diligent in seeking information as to their duties, or exercised more care in the execution of their trusts. A candid consideration of the facts and the testimony, leads to this conclusion. Censure is easy and often indiscriminating.

Mr. Sanborn thinks that a building sufficient to accommodate four hundred patients ought not to cost so much; and he has referred to the cost of other hospitals. I submit he has not furnished facts sufficient to enable you to form comparisons. Of this, I shall speak hereafter.

The real questions upon this branch of the subject are first, is the Hospital, as it stands at Danvers to-day, too good a Hospital for Massachusetts to build for the purpose for which it was designed? And second, could such a building have been constructed for less money than the Commissioners

have expended upon it? These are the true questions for consideration. In respect to the first question, I have already said, that the responsibility has been taken from the Commissioners by the action of the Governor and Council and of the Legislature of the State.

But I desire to examine the testimony in relation to the first question.

You have heard the testimony of Dr. Walker, a gentleman of long experience and of great eminence in his profession. He does not claim to be an expert as to the cost of the building. He says that the Hospital at Danvers is not too good a one for Massachusetts to erect. I do not know that his testimony is controverted unless possibly by counsel and by some letter which has been alluded to. Mr. Sanborn questions it and thinks witnesses have. I desire to refer to the written statements of the most eminent experts in the country. They are as follows:—

*To the Commissioners for the New Hospital at Danvers:*

GENTLEMEN: After the full and detailed reports of the architect and engineer, there is little for me to add.

The advent of cold weather, the present season, witnessed a large amount of work performed, and great progress made.

The little that had been accomplished one year ago, gave promise of rare fidelity and thoroughness on the part of those to whom was to be entrusted the operations of the ensuing year. That that promise has been faithfully kept, is evident upon even a superficial examination.

Every step, from the foundation walls—laid by the day, under the direction of the Commissioners—up to the roofing, by contract, plainly shows rare fidelity to sample and promise.

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NOTE.—In the argument these letters were not read at length, but the report containing them was submitted to the Committee.

Dr. Earle has, in his report for the Northampton Hospital, criticised the expenditures at Danvers.

It is unquestionably safe to say that no public buildings have been erected of late, anywhere in the land, showing greater thoroughness of execution or stricter fidelity of supervision.

Enough has been done to show the intention of the Commissioners in the matter of ornateness, and here too it appears that, in the opinion of many critical judges, they have adopted the happy mean in which we are proverbially taught it is always safe to walk! Spending nothing *for display*, they have yet presented a group which, taken as a whole or in naked detail, is pleasing and restful to the eye, and creditable alike to their own individual cultivated taste, and to the demand of our people in a matter of mere artistic excellence.

When this Commission was created, it was the unquestioned demand of the people of this old Commonwealth that no more such shameful blunders should be made as were painfully evident all over our beloved State, in the style of our public buildings, and especially in those devoted to our Public Charities.

For years to come it will be thankfully acknowledged, to the lasting honor of this Commission, that its members reorganized this silent demand, and heeded it as well.

This purpose is also evident in the internal arrangements of the wards; that there, too, the eye—rendered painfully sensitive by disease—shall not convey exquisite torture to the nervous system by violations of the rules of art, or deathly repulsion by the severe prison-like aspect of the apartments, —well proportioned, amply lighted, simple but beautiful in form, the walls are indeed well adapted to the needs of those who, through the visitation of God, must here find the elimination of hope, or learn the bitter lesson of resignation to the inevitable.

For the easy and thorough dispatch of the manifold daily duties of such an institution, the arrangements are ample and

complete, as of course they should be, but as, unfortunately, they rarely are in this Commonwealth.

From the opening day of the hospital, onward, a prime and indispensable necessity is a good, hard, easy-graded, and in all weather an easy travelled and reliable road from the railroad station to the boiler house and kitchen.

Almost always, such a provision, though of prime necessity, would be left for the management of the hospital to make after its occupation. To the abiding honor of this Commission, it should be known, that, recognizing the great need of such a road, they directed and insisted upon its construction in the most thorough manner at the very outset of their labors.

Costing, as it has, thousands upon thousands of dollars, and the most of it buried deep out of sight in the earth, so that its cost cannot even be suggested by its hard beautiful surface, few will think as they ride along its easy grade, of the forgetfulness of self in the devotion to duty which prompted its construction at this early day, when it might well have been left for construction after its necessity had been practically made apparent; and yet, for years to come, in the minds of all whose duties shall bring them into daily connection with this Hospital, this road will be an eloquent reminder of the far reaching thoughtfulness and entire unselfishness of those into whose hands this important trust was committed, and without which indispensable and permanent work the usefulness and success of the Institution must for long years be seriously impaired.

In this connection, I trust the Commission will pardon me if I earnestly call attention to a pressing necessity which alone seems, but *only seems*, to have been overlooked in any degree. I refer to the necessity for an abundant and immediate supply of water. I am fully aware that, hitherto, consulting as they do the interests of the State Treasury, in the universal and pressing demand for economy everywhere heard, the Commissioners have unwillingly delayed in this

matter, in the hope that by some arrangement with the town of Danvers the expense of this necessarily costly enterprise might be materially lessened.

But in the present advanced stage of construction, considering the value of the buildings as they now stand, and the well-nigh irreparable calamity their destruction by fire would entail, not only upon the State and the town, but upon the suffering interests of hundreds in the community, who are looking to this work for their daily bread, the instant need of an ample water supply cannot, it seems to me, be over-estimated.

The country is swarming with needy and vicious tramps, against whose vile and destructive propensities a watchman on his extensive round of duty would be no protection at all. The loss of the old Mansion House, with its rich memories of two hundred years, or of the little wooden office, with its various sketches and plans and drawings, to say nothing of such portions of the Hospital structure as are now under a perfect roof, would outweigh in the balance many thousands of dollars, and then the loss could not be made good. But I know full well the anxiety of the Commissioners in regard to this matter of an ample water supply, and, therefore, I know they will pardon this mention of the matter. I trust there will be no further delay.

The apparatus for heating and ventilating this large structure is, of necessity, expensive. But remembering that all the rooms, or any number of them, can be warmed at the pleasure of the management, it will be readily seen that though expensive in the original outlay, the daily, almost hourly saving that can be made by the method adopted renders this system vastly more economical and desirable. In a series of years it will vindicate its claim to preference by the standard to which all must bow,—that of dollars and cents.

The capacity of the structure, originally intended for four hundred patients, has, by a few simple alterations, been made to accommodate properly five hundred; and by utilizing the

attics, as they do at Morristown, N.J., and Worcester, it will furnish needed shelter for six hundred. Thus the Commissioners may find that they have provided a shelter and a curative home for half as many more afflicted and needy human beings as at first they hoped to do.

That the structure, when completed after the original design of the Commissioners, will prove to be a source of healing and a blessing to the community such as they earnestly desired, there can be no doubt.

During the past year I have, at their own desire, accompanied many physicians and several superintendents of hospitals for the insane, to Danvers, shown them the structure as far as erected, and explained to them the plans in minute detail. Without exception they have expressed in strong terms their pleasure and approval.

The accompanying letters from Dr. Isaac Ray, formerly superintendent of the Butler Hospital for the Insane at Providence, R. I., but now of Philadelphia, and from Dr. George F. Jelly, of the McLean Asylum at Somerville, came to me unsolicited, and I forward them for your perusal and satisfaction. They are the unsought and unbiased opinions of workers in this specialty, of large experience and unquestioned capacity.

I think of no other matter that calls for special mention, except it be to express the strong hope that the natural and laudable desire of the Commissioners to see the fruit of their unselfish labors in daily attestation of their excellence and value, will not induce them to permit the work to be hastened by a single day sooner than is consistent with the resolve with which they entered upon their labors, and which has thus far governed them and all acting under them, that this enterprise should be carried through in the most thorough and enduring manner, or not at all!

Thus far the work has all been done in the spirit of that resolve, and thus without doubt it will go on to the end.

In conclusion, I beg to offer to the Honorable Commissioners my hearty thanks for the uniform courtesy and kindness which has rendered so pleasant all my intercourse with them and with all interested in the erection of this great charity.

Sincerely yours,

CLEMENT A. WALKER.

February 29, 1876.

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THE NORTHAMPTON LUNATIC HOSPITAL,  
NORTHAMPTON, Feb. 16, 1876.

Hon. SAMUEL C. COBB, *Chairman of Commissioners, etc.*

DEAR SIR:—Agreeably to your invitation as extended to me by Dr. Clement A. Walker, I have visited, in company with that gentleman, the hospital buildings now in process of construction, at Danvers, under the direction of the commission of which you are chairman. I have, moreover, by a study of the architect's plans and drawings, sufficiently informed myself in regard to such parts of the edifice as are not yet erected.

Thus prepared, I unhesitatingly express the opinion, that of all the very large hospitals, whether completed or in progress, with the general design and the internal architectural arrangements of which I am acquainted, that at Danvers ranks among the foremost in its facilities for convenience in practical operation, its provisions for securing that purity of atmosphere which is necessary to the perfection of hygienic conditions, and in its general adaptation to the purpose for which it is intended.

In my opinion, the buildings ought to be completed as soon as is compatible with that excellence and permanence of structure, which requires a sufficient time for the possible

settling of walls, before the application of the internal finish. The crowded condition of all the other State hospitals calls loudly for such action, and every day's delay increases the intensity of that call.

As illustration and evidence of that condition, permit me to state a few facts in regard to the institution under my superintendence.

Most of the rooms in this building that were intended for but one patient each, are each eleven feet in length by eight and one-half feet in width. Yet, in the female department alone, seventeen of these rooms now have two patients each, in separate beds. In the same department, there are nine rooms which are each eleven feet and four inches square. These rooms were *intended* for the most refractory patients, one in each room. In the nine rooms, twenty-six patients now sleep, in separate beds. This is very nearly an average of *three* to each room. *Four* patients sleep in *each of four* of them.

Notwithstanding the crowding of rooms, we have twenty-six female patients who sleep in the halls, or corridors, a few of them upon lounges, and the rest upon beds laid down in the evening and removed in the morning. Some of them are laid upon settees, some upon small, portable bedsteads, and some directly upon the floor.

Verily these things ought not so to be in a hospital for the insane.

Yours very truly,

PLINY EARLE.

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TAUNTON LUNATIC HOSPITAL,  
TAUNTON, MASS., February 8, 1876.

Hon. SAMUEL C. COBB, Boston, Mass.

The Danvers Hospital, in brick and mortar, is even more satisfactory than on paper, and I regarded the plan as one of the best I had ever seen. The thoroughness of all the work

particularly impressed me. I can see that you have not spared expense, where such expense would add to the completeness of the provisions, or the perfection of the work. I for one, have little sympathy with the somewhat prevalent idea, that what is needed, is cheaper provision for our insane. It is rather too late in the history of the world to confound insanity with pauperism and crime, or to place them all on the same level as to their deserts. The *best* provision, not the cheapest, that is what we want. I am not surprised that as you have gone on, you have found it takes more time than you had originally supposed, to complete a really good hospital, but the work must go on ; speaking out of the midst of six hundred and fifty patients, whose numbers are daily increasing, I say you must give us room. Finishing as you have begun, you will have built a hospital worthy of the name and fame of this great Commonwealth, that may say to another age, that Massachusetts never stooped to cheapen her charities.

Yours truly,

W. W. GODDING, *Supt.*

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WORCESTER LUNATIC HOSPITAL,  
WORCESTER, MASS., January 29, 1876

Hon. SAMUEL C. COBB, *Chairman Commissioners on Hospital at Danvers.*

MY DEAR SIR :— In reply to yours of the 27th inst., I am free to give as my opinion, that the manner "in which the work of building the Hospital at Danvers has been, so far, accomplished," is most excellent.

I visited the work in October last. I consider the plans, with which I am familiar, eminently adapted to the needs of such an institution, and from a somewhat careful and thorough examination of the way in which they are being carried out,

I believe their completion, in the same manner, will give Massachusetts a lunatic hospital, most admirable in conception and thorough in construction.

I am Sir, very respectfully,

Your obedient servant,

D. B. EASTMAN, M.D.

*Supt. Wor. Lun. Hosp.*

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3509 BARING STREET, PHILADELPHIA,  
January 30, 1876.

DEAR DR. WALKER:—I hope you have no reason to apprehend any hesitation on the part of your Legislature to finish, at once, the Danvers Hospital. Originating in what I consider to be the true policy of the State towards the insane, and carried forward, thus far, with such close regard to every reasonable requirement, it ought not to meet with any delay. I was very favorably impressed by what I saw, when I visited Danvers with you last October. The administration building was not then begun, but those designed for the patients were in such a state of progress, that the plans adopted, and the manner in which they had been executed were obvious enough, and worthy of all praise. I thought the arrangements well expressed those advanced ideas of hospital construction, to which the inquiries and the experience of our time have led. The work seems to be remarkably well done—thoroughly and neatly—and in that, as well as in the general plan, you seem to have obtained the happy medium between that cheap style of construction which is invariably followed by an annual outlay for repairs and improvements, and one rendered more costly by architectural graces, which, however pleasing to the eye, are needless for any practical purpose. When finished according to your plans, and in the present spirit, I believe you will have

secured an institution second to no other in the country in fitness for its destined purpose, and I trust that my native State will gladly avail itself of this opportunity, to maintain its reputation of having surpassed every other State in providing for its insane, according to the highest requirements of humanity and science.

Yours truly,

I. RAY.

Dr. CLEMENT A. WALKER.

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MCLEAN ASYLUM,  
SOMERVILLE, MASS., February 1876.

DEAR DR. WALKER:—I would like very much to learn from you the progress of affairs at Danvers. I trust that there is no doubt that the present Legislature will readily grant the means for finishing the erection of the new State Hospital for the Insane, located in that town, with which you are connected as medical adviser. I sincerely hope that the Legislature will only require to have its attention called to the plans adopted by the Commissioners having the building in charge, to the quality of the work already accomplished, and especially to the great need of the State for increased accommodations for its insane, to at once grant the necessary appropriation. The work cannot stop, and the plans cannot be changed, without great injury to the unfortunate class for which the institution is intended, and great detriment to its effective administration.

As you will recollect, I spent some time with you at Danvers, in November last, and examined carefully the site, the structure as then completed, and with yourself and the architect, studied the plans and the character of the work. I was greatly pleased with the present and prospective appearance of the Hospital. The site is attractive, and the land

adjoining the buildings is capable of being made very pleasant and very profitable.

The exterior of the buildings is a model of simplicity and taste, with sufficient ornativeness, but with no extravagance; I think that it could not be improved.

The plans of the interior seem to leave nothing to be regretted, and combine everything which is essential.

The accommodations are commodious, and the whole structure bears evidence that the strictest economy, consistent with the success of the Hospital and the comfort of the inmates, has been observed, combined with the most thorough workmanship; the whole giving the strongest proof of wise and far-seeing thought, and of the most careful supervision on the part of the Commissioners, of their architect and of their medical adviser.

Such a structure costs money, but money thus spent contributes a lasting benefit to the community, of which thousands will avail themselves, and without which thousands must suffer.

I think if any one will carefully examine the reports of the various hospitals, and especially the hospitals themselves, he must be convinced how much their curative power is decreased, and how much the comfort of the inmates is seriously interfered with by their present overcrowded condition.

If, in addition, it could be borne in mind, that not only the amount of insanity is increasing every year, but also that from the acute cases admitted, some must necessarily become chronic, and permanent residents of a hospital, I believe that no thinking person could help being convinced that the duty of the State to provide proper accommodations, and to provide them at once, is very plain and imperative.

Could the condition of the insane be understood as those concerned in their care understand it, and could the benefits of hospital treatment be fully realized, no judicious investment like that of the Danvers Hospital, would ever be restricted or criticised.

I believe that the Hospital combines, in a marked degree, all the modern improvements and facilities for the successful treatment of the class of patients for which it is intended, and that never in the history of the State was such an institution more needed.

I wish I had the power to express more strongly and more clearly my views, but you may be sure that I am heartily interested in the work, and shall be sincerely pained if the Commissioners are not able to carry it to its completion.

I hope to hear from you soon in regard to this matter.

With kind regards,

Yours very truly,

GEORGE F. JELLY.

Dr. C. A. WALKER.

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Such is the written testimony in favor of the Hospital, and I think it fully establishes the proposition, that the Hospital is a proper one for the State to build.

The remaining question is, could such a Hospital have been built for less money at the time the Danvers buildings were constructed?

Practical mechanics are the best judges of this matter. They know the character, quality and value of material required. They know the amount of labor required, and its price at the time the labor was performed. They have a practical knowledge of details, and have the best means of forming an accurate judgment of the cost of construction.

Several practical mechanics have been placed upon the stand. You have heard their testimony, and I respectfully submit, that from that testimony you can come to but one conclusion, viz., that the structure was erected for a reasonable price.

There is no evidencee that any of the contractors have made any unusual profit from the contracts.

If the building has cost too much, it could easily have been so proved by sending competent and skillful men to examine it, and give the Committee the result of their examination. No such course has been adopted. We should have been glad to have had such an experiment tried. We think the result would been favorable to the Commissioners.

I think that you have been convineed by the testimony, that the Commissioners sought to make contracts at the lowest rates. For this purpose, they invited competition. They were sucessful in their efforts to this end. Into the contracts which they made, they invite the closest and severest examination and scrutiny. No favoritism or partiality was shown. The contracts were honestly and wisely made.

The Commissioners invite attention to the Hospital as they have built it. Its character is deseribed in the letters which I have quoted. It is worthy of the State. Had they built it meanly and imperfectly, they would have failed to satisfy either the Legislature or the people of the State. They have given to the service, in which they have been engaged, their best judgment. They have sought to be faithful to the Commonwealth. Beyond their compensation, to which I shall hereafter refer, they have reaped no benefits from the enterprise.

The Commissioners have not failed to inform the Legislature of their plans, their transactions and their expenditures, during the progress of the work. They went to the first Legislature that assembled after their appointment. They appeared before the Legislative Committee of 1874, and submitted their plans, and faithfully expressed their opinions. Their first report was presented to the Legislature of 1875. Their second report was presented to the Legislature of 1876, and their last report has been presented to this Legislature. Former legislatures have been informed of the proceedings

of the Commissioners. Former legislatures, instead of disapproving their acts, have furnished them means to execute their plans. The time to object to the site, to the plans, and to the purposes of the Commissioners, was before the money was spent. The objection, at this late period, is unfair to the Commissioners and useless to the State.

Dr. Walker said he thought a hospital should be so built as to last fifty years. Mr. Sanborn thinks a hospital should last one hundred years. By reason of improvements, which may be discovered in the course of a century, a hospital that has stood one hundred years will be behind the times. In order that it may well serve its purpose for the longest time, it is certainly desirable that it should possess all the improvements known at the time of erection. It ought not to be behind the times at the date of its construction. It would be a false economy which would adopt such a policy. I think that the Legislature desired that a hospital should be built which should be worthy of the State. I think it desired that it should have within it all the modern improvements. It would be cheaper to place them in the buildings at the time of construction than to place them there afterwards. If the Hospital should contain such improvements, it would subserve its purpose better, and last longer than if they should be omitted. As I have already said, true economy will be found in this direction.

I understand Mr. Sanborn to claim that the Hospital could have been built for \$650,000.

The later experience in building lunatic hospitals in Massachusetts, disproves the proposition of Mr. Sanborn. I shall refer to the expense of construction at Worcester and at Taunton.

In 1870 an act was passed authorizing the Trustees of the State Lunatic Hospital at Worcester to purchase suitable real estate for a site for a new lunatic hospital in that city, and to erect thereon suitable buildings sufficient to accommodate four hundred lunatic patients, with a superintendent, steward,

assistant-physician, and their several families, and all necessary subordinate officers and attendants. The act gave the Trustees the power to make all contracts, and employ all agents necessary to carry into effect the powers thereby conferred. The act provided that the whole amount to be expended for said purposes should not exceed the sum of \$575,000.

I believe that the gentlemen who have had charge of the new Hospital structure at Worcester, have endeavored to discharge their duties with the extremest fidelity and care; but they have been entirely unable to purchase the lands and erect the structures for the amount named in the act, viz., \$575,000. I understood that the amount appropriated or in some form directed to be applied to that object, is between \$1,160,000 and \$1,170,000, more than twice the amount mentioned in the act. I make the following extract from testimony of Dr. Eastman, as reported by the clerk of the Committee:—

" We have five trustees at Worcester. We have appropriations little short of \$1,200,000. We hope to get into the Hospital for that. There will remain a great deal of necessary work for grading. To make Worcester Hospital look out of doors as Danvers does would cost very much money. Our trustees have sought with all their efforts to build a proper hospital as cheaply as possible. Some have thought the trustees were building too cheaply. I think our hospital a suitable one for Massachusetts. Think if we could have got along with less that we should have been pleased to do so. But we did the best we could. Our estimate of \$1,167,000 did not include furnishing. We are going to try to furnish the Hospital within that sum. Don't think the hospital too good to be built for Massachusetts. As to a hospital for four hundred patients, for \$650,000, taking times as they were in '73, I think it would be necessary to expend more than that to get such a hospital as you and I would be satisfied with. Perhaps Mr. Sanborn would be satisfied with it. If such a hospital

had been built I think it would have been regarded as a very mean structure. We expect to use a portion of our old furniture for the new Hospital. I still adhere to the opinion expressed by me to Mr. Cobb, that the Hospital at Danvers is a good hospital. Have devoted my time to the care of the insane. Know very little about estimating upon cost of buildings. My statements as to cost, given here, are based on reports and general reading. Willard Asylum is for pauper and chronic patients. Our original appropriation, \$575,000. No one attempted to build for that. Went at request of Governor Washburn, either directly or indirectly to visit site at Danvers."

I desire to call your attention to the additional structures which have been erected at Taunton. I understood Dr. Godding that the two wings last erected, and which covered about a quarter of the area of the Danvers Hospital, cost about \$200,000. This sum did not include the price of any land, and did not, of course, include the cost of a great many other matters which would have had to be provided, if a new hospital had been erected, instead of additions made to an old one.

I am unable to compare these wings, as to their style of construction with the Danvers Hospital, but I presume the Danvers Hospital is much superior.

If the additions had covered the same area as that covered by the Danvers Hospital, then the expense of the mere buildings alone would have been \$800,000. I understood Dr. Godding to say, that these wings were not so good for the purpose, as is the Danvers Hospital.

These facts not only destroy the theory of Mr. Sanborn, but are of the highest importance in sustaining the position of the Commissioners.

I respectfully ask the Committee to compare these expenditures with the expenditures at Danvers. I do not think the capacity or the fidelity of the gentlemen having the charge of matters at Worcester, and of matters at Taunton, have ever been questioned.

The Hospital at Pontiac, in Michigan, has been referred to. In the first place, I do not think the Commissioners are, at all, in possession of facts sufficient to enable them to make any just comparisons between the Hospital at Pontiac and the Hospital at Danvers, as to the style and method of construction.

In the next place, it is very evident that the expense of building any structure at Pontiac, is very different from the expense of building at Danvers.

I remember no testimony as to the character of the buildings at Pontiac, except that of Mr. Ellis. It did appear from the testimony of Mr. Ellis, that the cost of most of the materials was very much less in Michigan than in Massachusetts. It also appeared that the price of labor was very much less in Michigan. Mr. Bradlee had a letter from some person having knowledge of the Michigan Hospital, saying that the cost of the Pontiac Hospital would be no guide as to the cost of a hospital here. In many matters, the difference between the cost would be fifty per cent. The difference between the cost of brick and lumber would be very great.

There can be no fairness, with such information as has been presented to you by the testimony, in attempting to institute a comparison. I respectfully submit, that there is nothing in the meagre information which has been submitted to you, respecting the unfinished Hospital at Pontiac, which ought to weigh against the position or the acts of the Commissioners.

How unfair it is to go a thousand miles away to an uncompleted building, which differs from the one in question, and undertake, by the estimated cost of that, to say that the buildings at Danvers have cost too much.

I think other equally unfair comparisons have been attempted.

We have not heard much about the cost of the Hospital at Buffalo. I should have been glad if the investigation had tended in that direction, although I think the expense of the construction of that hospital would have furnished no sufficient

guide as to the proper expense of a like building in Massachusetts. I have heard that the Buffalo Hospital has been very expensive.

I think the argument attempted to be made against the Commissioners from the cost of hospitals out of the State, has wholly failed. Recent experience in Massachusetts is a much fairer test, and by that we are willing to be tried.

While I entertain a high respect for the intelligence of Mr. Sanborn, I must be permitted to say that I think he has not any practical knowledge about the cost of constructing buildings. I probably know less about such cost than Mr. Sanborn. I do not claim any knowledge except such as I derive from those that do know. Builders, masons, and carpenters have knowledge, and I should have been glad if estimates, statements, and opinions had come from such sources. They would not have been so loose, wild, and unreliable as those we have heard.

I have been told that there is no place where the cost of building is greater than in Massachusetts, and I suppose the statement is true. Lumber is brought to us over long distances and at great expense of transportation. We probably build better here than they do at most places in this country. How unfair, then, it is to attempt to make a comparison between the buildings at Pontiac and the buildings at Danvers.

The Commissioners received the sum of \$5,500 per annum for the services of all. In one of the years, I think the sum received was \$5,000. The \$5,500 were divided among them as follows: \$2,500 to Mr. Cobb, \$2,000 to Mr. Walden, \$1,000 to Mr. Esty. It has been claimed that the Commissioners charged too much themselves, and paid others too much.

They have had the responsibility of expending \$1,500,000. The sum of nine hundred thousand dollars was appropriated before the structure was commenced. There have been no additions to this sum of \$5,500, for office rent or for clerical services. Mr. Cobb performed the duties of both commissioner and clerk. He kept a record of every formal meeting

of the Committee, and performed the entire clerical labor. How thoroughly that labor was performed, the Committee have had the opportunity to see. Ordinarily, in so large an enterprise, there would have been a clerk employed, at a salary, possibly, of \$1,000 or \$1,500 per year. Ordinarily, an office would have been hired. The accounts, as I understand, were kept by Mr. Cobb. Mr. Walden says that Mr. Cobb was employed in the service, more or less, almost daily. People were constantly calling upon him in reference to the Hospital. There were a great number of details to be attended to. I respectfully submit, that, for a service imposing so great a responsibility, and calling for so much labor, \$2,500 a year is not an unreasonable compensation.

Mr. Walden practically devoted a large portion of his time to performing his duties as Commissioner, except during the winter months; and in the winter months there was a considerable amount of service to be performed. Is \$2,000 a year a large compensation for the responsibility and service which Mr. Walden assumed and performed? He spent more time than the others did at the Hospital, and this enterprise largely occupied his thoughts and his time.

I will here refer to the severe examination by Mr. Sanborn, as to the number of men from Lynn who were employed upon the work, as though men from Lynn would not render faithful and honest service. It so happened that but few were employed who resided in that city. Mr. Walden probably would know who of his neighbors were good and faithful men, and it would have been very proper if he had employed many from that city. But he did not. He has been guilty of being a member of the Legislature for two years.

The other Commissioner was Judge Esty, and he received \$1,000 a year. He met and conferred with his associates, and rendered such other services as were needed at his hands.

I respectfully suggest that all these charges were reasonable.

This amount was, as I understand, allowed by the Governor and Council. The Governor and the Executive Council of the year 1874, knew as well as Mr. Sanborn knows what was a fair rate of compensation. They would under no circumstances have consented to any sum which they regarded as an unreasonable allowance.

Mr. Maey, of the Executive Committee, now deceased, a gentleman of great merit, took some part in this matter, as I understand. He knew his duty as well as Mr. Sanborn can know it. If the demands of the Commissioners were unreasonable, he knew it then as well as Mr. Sanborn knows it now. His judgment was equal to his integrity, and both were undoubted. The rate of compensation was established. Gov. Talbot, an able and practical business man, not a theorist, respected from Berkshire to Cape Cod, and the Executive Council (all I cannot doubt), believed the claim to be just, and therefore allowed it. I think I need not discuss this branch of the subject any further.

Mr. Bradlee has received (or is to receive) \$5,000 for his entire services, covering the whole period. I don't think any person familiar with the ordinary charges for this kind of service will say that the charge is a large one.

It is at much less rate than he receives for his ordinary services. I think those skilled in the business would say that double the amount would not be excessive.

Mr. Hammond, the engineer, has the misfortune to come from Lynn, and I suppose is to be criticised on that account. Mr. Walden says that he is a very competent engineer. Mr. Bradlee says he never had the engineering supervision on so large a structure performed so well as this.

Mr. Ellis has been the resident architect. He has been in the service of Mr. Bradlee, and in the service of other architects in the State. If he is not competent for his place, then I ask any one to go with me to Danvers, and show me where his incompetency has manifested itself. The building bears the evidence of his ability.

You have heard what compensation Mr. Hammond and Mr. Ellis have received, and I leave the question of its fairness to you.

Complaint has been made that Mr. Bradlee made a mistake in his estimates. Mr. Bradlee did say, in 1874, that he thought that \$900,000 would be sufficient. He had not at that time detailed plans and drawings; changes were afterwards made. He has explained the matter to the Committee, and shown where the actual cost exceeded the estimates.

In a great structure like this, and, indeed, in much smaller structures, I think it is rare that the actual cost does not greatly exceed the estimates. As the work progresses, many changes will occur. Each one of the changes may be small, and may add but a small item to the expense; but, if the number be great, these small items added together may make large aggregates.

In many kinds of work accurate estimates can be made, but in great enterprises like this I doubt whether they can be made. But Mr. Bradlee is not on trial. If he was, I have no doubt he could well defend himself. His great ability in his profession has long been recognized; his honesty and fidelity have never been questioned. The Commissioners well performed their duty when they selected a man of such acknowledged ability and fidelity. In 1874, Mr. Bradlee believed, and the Commissioners believed, that the work could be done for \$900,000. The opinions expressed were honest opinions. When they found, as they did find in the latter part of 1875, that this sum would be inadequate, they went to the Legislature of 1876, and so stated. That was the time, if ever, to make objection. But the Legislature, after hearing (through its Committee) their statements, gave them the additional appropriation which they said they required.

The estimates which were made by the various skilled men who made bids for the different portions of the work, show how difficult it is for men who have the most practical skill and knowledge to make accurate estimates.

The following statement, prepared by Mr. Ellis, shows the difference in bills made by mechanics for portions of the work in question:—

HIGHEST BID FOR THE SAME WORK.	DIFFERENCE.
\$29,990 00 78,019 60 14,943 65 275,000 00 142,975 00 3,187 00 4,500 00 7,700 00 72,383 00 6,988 00 3,56 00 3,900 00 15,500 00 3,400 00 30,539 00 29,728 00 400,000 00	\$42,240 94,695 19,652 357,540 190,602 4,520 1,333 00 2,600 00 99,000 15,954 1,450 6,235 28,000 6,240 45,685 32,670 615,362
	\$16,675 40 4,708 35 82,540 00 47,627 00 1,333 00 2,300 00 26,617 00 8,966 00 1,094 00 2,335 00 12,500 00 2,840 00 15,146 00 2,942 00
	\$1,597,545
	\$186,135 75
	\$1,111,409 25

This statement shows how difficult it is to make accurate estimates, and that some mistakes are necessarily incident to carrying out so large an enterprise. No man is wise enough to be free from them.

I was not present at the public hearing given by this Committee, and so did not hear the statements made on that occasion. I understood that only two persons then addressed the Committee against the Commissioners, and these were Mr. Sanborn and Mr. Barry. These were the persons who appeared in response to the invitation of the Committee. I have heard that Mr. Barry had had some difficulty with the Commissioners. I hardly think, that if such be the fact, his views would be of material service to the Committee. The testimony of a witness who has had a controversy with the Commissioners, in their favor, is certainly entitled to great weight, because his testimony is controlled and guided by his regard for the truth, and not by his affection for the Commissioners. Mr. Adams says that he "considers the work at Danvers first-class, and only matched by some of the McLean buildings, which are the finest he knows of."

I respectfully submit that the evidence established, among others, the following propositions: —

1st. That the policy of building a large hospital, at a great cost, was determined upon by the State and not by the Commissioners.

2d. That the site was selected with great diligence and care, and that before any structures were erected, the selection was approved by experts, and by the highest executive and legislative authorities of the State.

3d. That the plans were carefully prepared and considered, and received a like approval.

4th. That the contracts for the construction of the buildings were carefully made, and well made by the Commissioners, and that they were approved by the Governor and Council.

5th. That the plans were of the best character, and received the hearty approval of distinguished experts, and

others ; and that the Commissioners selected able and faithful architects and subordinates.

6th. That the Hospital is a proper and appropriate one for Massachusetts to erect.

7th. That the buildings have been built as cheaply as such buildings could have been erected at the time of their construction.

8th. That the structures are of great excellence, and have received the approval of able mechanics, and of distinguished experts.

9th. That the Commissioners have honestly and faithfully executed the trusts committed to them.

There are other matters which I should be glad to consider, but the time allotted to me has been exhausted.

Gentlemen, I now submit the matter to you. I have never witnessed a more severe inquisition, than the one to which these Commissioners have been subjected. They have been treated more like criminals than men. I do not complain of the Committee. I respectfully submit, that no men subjected to such an examination, have ever come forth with clearer records for honesty and good faith, than the Commissioners of the Danvers Hospital.

## APPENDIX.

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EXTRACT FROM WRITTEN STATEMENT MADE TO COMMITTEE  
By Hon. SAMUEL C. COBB.

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BOSTON, January 23, 1877.

*To the Hon. Jonathan White, Chairman, etc., etc.*

DEAR SIR :—As I am about to leave for Europe, expecting to be absent some months, I deem it proper, in view of my position as Chairman of the Board of Commissioners, that I should submit to your Committee a brief statement of facts that may have a bearing upon the subject-matter contained in the petitions that have been referred to you in regard to the cost of the new State Hospital at Danvers, for the Insane, and especially in regard to the payment of an account presented by Mr. Edwin Adams, of Boston, for extra compensation under his contract for the construction of two extreme wings of the said hospital.

In the entire absence of information concerning the manner in which this investigation is to be presented by the petitioners, or of the charges, if any, that are to be preferred against the Commissioners, or their agents, I can only deal with the subject in a very general way. I will accordingly confine my remarks to a single statement of facts.

*First*, as regards the plan of the Hospital. A full description of the grounds and of the buildings has been given the Legislature in the printed reports of the Commissioners,

addressed to the Legislature and to His Excellency the Governor and the Honorable the Executive Council, copies of which I have the honor to present herewith, to which the attention of your Committee is respectfully invited.

These plans were adopted, after a great deal of labor and investigation on the part of the consulting architect (Mr. Nathaniel J. Bradlee) and the Commissioners, which included a personal examination of several of the best appointed hospitals in the country. They received the unqualified approval of the superintendents of the several hospitals in the State, who were invited to examine and to criticise them, viz. :— Dr. Pliny Earle, of Northampton ; Dr. B. D. Eastman, of Worcester ; Dr. W. W. Godding, of Taunton ; Dr. Geo. F. Jelly, of the McLean Asylum ; Dr. Clement A. Walker, of Boston ; and Dr. I. Ray, of Philadelphia. They were approved by the Governor and Council. At the International Exhibition held in Philadelphia last season, the State of Massachusetts was awarded a diploma for the plans of this hospital.

No change or alteration of any importance have been made since they received the approval of the Governor and Council. The buildings as they stand represent the work, as far as advanced, just as contemplated when the specifications were drawn.

If it is charged that the buildings have cost too much money, I will say in reply, they are precisely such as the Commissioners, with the approval of the Governor and Council, decided to build, and that nearly all the work has been done, and is being done, by contract. All the contracts, with a single exception, have been awarded to the lowest bidder. Considering the quality of the materials used, and the substantial manner in which the work has been performed so far, the cost of this Hospital, when finished, will be found to be as low, probably lower, than any other similar institution built in this country with the same degree of thoroughness, during the same period, in proportion to the accommodations afforded.

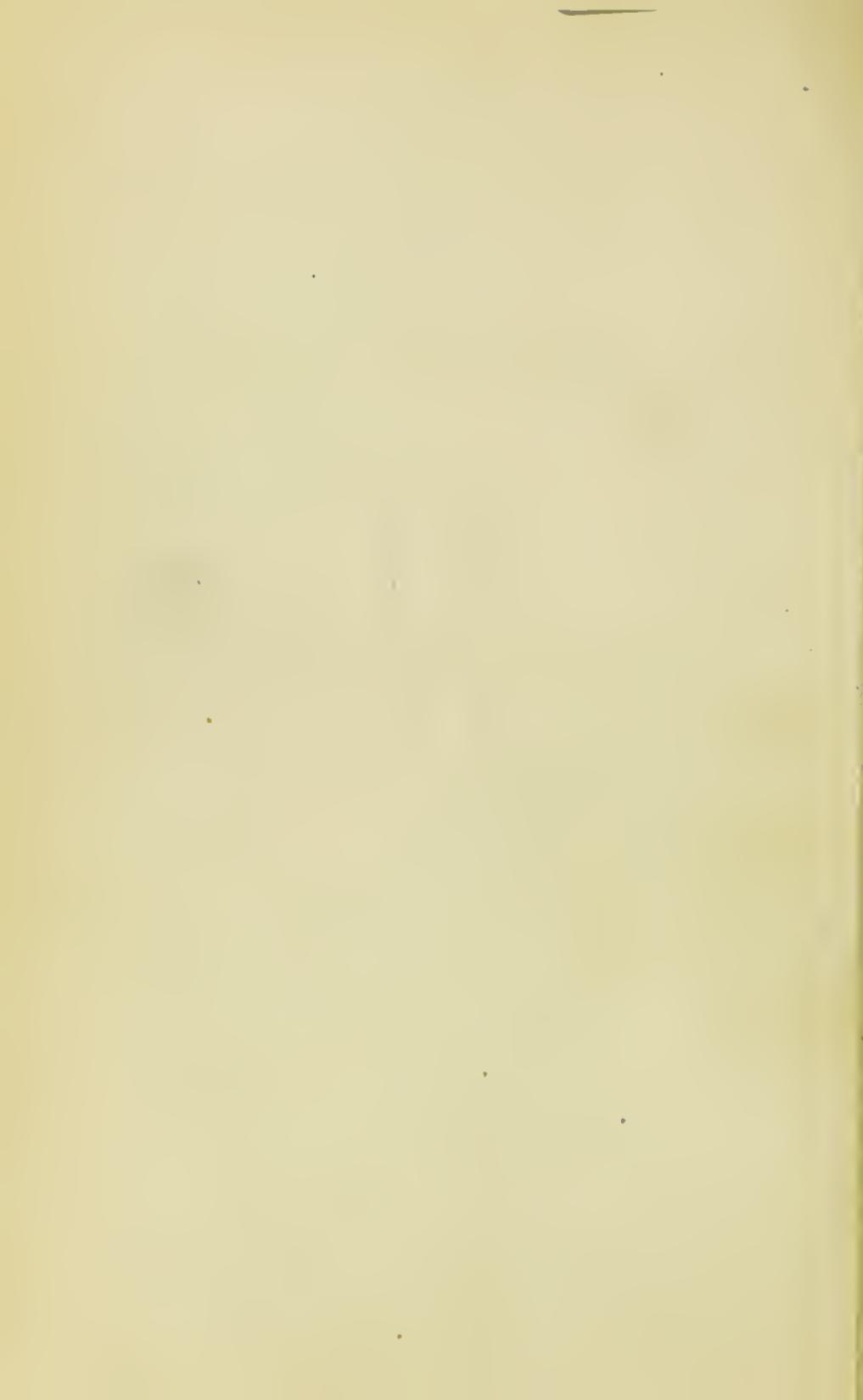
The Commissioners have never supposed they were expected to furnish for the State a hospital built at the lowest possible cost. They believed they were called upon to cause to be erected a hospital planned with a special view to the most successful treatment of mental disease, one that would reflect credit upon the Commonwealth, and at the same time afford a pleasant, comfortable and healthful retreat for its unfortunate wards who are sent there.

They claim they have exercised a wise economy in building this hospital, and they believe an intelligent public will so decide as soon as its doors are opened for the reception of patients, and they deny that any waste of money or extravagance has been countenanced by them in any respect.

If the accounts of the Commissioners are called in question, they refer you for all items in detail to the book kept by them, which contains a record of every farthing expended by the State upon the Hospital, from the beginning to the present time, which agrees to a cent with the accounts in the State Auditor's Department. A record has also been kept of the business meetings of the Board, which constitutes, as a whole, a complete statement of their doings since its organization in May, 1873. All papers concerning the business have been carefully preserved and filed, and will be placed at your disposal, together with the records, if desired.







PAMPHLET BINDER

Syracuse, N. Y.

Stockton, Calif. .

Whitfield 9126  
Ja 1928

Accession no.

Author Gaston, W.  
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the new Lunatic  
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